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## YOUTH AND ALCOHOL

A study prepared by the  
Ontario Youth Secretariat  
for the Cabinet of Ontario

April 1, 1976



# TABLE OF CONTENTS

	<u>PAGE</u>
TERMS OF REFERENCE	1
PROBLEMS AND CONTRIBUTING FACTORS	2
ISSUES AND RECOMMENDATIONS	
A. SYMPTOMATIC ASPECTS OF ALCOHOL USE	5
B. POLICY	6
C. LEGISLATION	8
D. REGULATION	14
E. EDUCATION	27
F. COUNSELLING	32
G. RESEARCH	33
BIBLIOGRAPHY	34
APPENDICES	
A. PUBLIC FORUMS	
B. SUBMISSIONS	
C. ACKNOWLEDGEMENTS	



## TERMS OF REFERENCE

1. To explore, document and summarize relevant data and public attitudes regarding alcohol abuse among youth for the purpose of aiding the Government of Ontario in formulating appropriate measures to curtail such abuse.
2. The assignment was given to the Ontario Youth Secretariat by Premier William Davis on January 21, 1976 and due on April 1, 1976. The report was to be an in-depth study on youth and alcohol resulting in recommendations for Cabinet as to the educational, regulatory, legislative or counselling initiatives open to all levels of government.
3. The report is as comprehensive as possible given the time constraints imposed.
4. The Ontario Youth Secretariat, under the direction of Terry Jones, Parliamentary Assistant to the Honourable Margaret Birch, conducted a series of public forums to discover the problems created by alcohol use among youth as perceived by the people of Ontario. In addition, a sub-committee of the ICY was called to obtain Government input into the situation.



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## PROBLEMS AND CONTRIBUTING FACTORS

Considerable attention has been focused on the problems experienced by young people as a result of alcohol consumption and abuse. These problems have become more prevalent since the lowering of the drinking age to 18 years in July, 1971. The time has come for serious consideration of these difficulties.

Teenage drinking and its negative consequences is not new and considerable data has been collected on alcohol and young people since 1971. Much of it has been the work of the Addiction Research Foundation of Ontario. The information relevant to the problems indicated can be summarized as follows:

- 1) Not only are more young people consuming alcohol, but per capita consumption has been increasing in the past 15 years.

### Average Consumption in Litres of Absolute Alcohol per capita 15 years and Older in Ontario

<u>Year</u>	<u>Beer</u>	<u>Wine</u>	<u>Spirits</u>
1955	5.0	0.4	2.1
1968	5.7	1.0	3.8
1970	5.2	.8	3.3
1974	5.9	1.1	4.2



- 2) As a result of lowering the drinking age, alcohol experimentation is beginning at lower ages.

Alcohol Use by Grade in 1970, 1972, and 1974

(Per cent using alcohol at least once in past six months)

	<u>1970</u>	<u>1972</u>	<u>1974</u>
Grade 13	82.3%	91.8%	92.6%
Grade 11	71.5%	84.9%	84.5%
Grade 9	53.9%	60.3%	71.3%
Grade 7	39.5%	45.0%	51.5%

- 3) The increase in beer sales among young people has been greater in on-premise than in off-premise sales.
- 4) There are enormous increases in the number of traffic accidents among young people under the influence of alcohol.

Percentage of Those 16-19 Years of Age Involved in  
Traffic Collisions as Drinking-Drivers

<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
5.5%	5.8%	6.6%	6.9%	10.4%	13.5%	15.4%



- 5) There are significant increases in the number of young people admitted to treatment centres for alcohol-related problems.

Those Treated in a Toronto Detoxification Centre  
As Percentage of All Cases Treated

	<u>Under 21</u>	<u>Under 30</u>
1971	1.1%	6.8%
1974	3.5%	10.4%

- 6) There is the possibility that offenses resulting from alcohol consumption other than impaired driving are also on the increase among young people.
- 7) The trend towards liberalization of the liquor laws and regulations is perceived by all segments including the young as a social endorsement of still further increases of alcohol consumption.
- 8) There appears to be an increase in life style oriented alcohol advertising directed towards the young.



## ISSUES AND RECOMMENDATIONS

### A. SYMPTOMATIC ASPECTS OF ALCOHOL USE AND ABUSE AMONG YOUTH

As with all segments of the population, drug dependence and abuse among young people is acknowledged to stem from basic social and personal frustrations. Threats of increasing inflation, perceived failures of the educational system and an unemployment rate twice that of the adult population are but three of the many factors that contribute to this frustration.

Unfortunately, the great majority of these problems can not be remedied by legislation and education alone. However, a feeling of involvement and useful participation in society by the young people of Ontario can be encouraged by some new initiatives of the Government of Ontario. It is the Youth Secretariat that can determine and develop these initiatives. It is our intention to seek this mandate from Cabinet, focusing mainly on endeavours in the fields of unemployment and career guidance and development with the appropriate Ministries.

Through these vehicles, it is our hope to stimulate youth activity within Ontario in the hope that drug, and specifically alcohol, use and dependence may be minimized.



## B. POLICY

Today, the Government of Ontario finds itself in the position of controlling the commercial and regulatory aspects of the alcohol beverage system as well as the resultant preventative and remedial necessities. Since 1914, it has been adequate to treat these as separate components because per capita alcohol consumption was relatively low. However, the liberalization of the liquor laws during recent years has contributed to a significant increase in the per capita consumption of alcohol by Ontario drinkers. This is especially true of the 16 - 25 year age group since the lowering of the drinking age in 1971. The situation has now developed to the extent where the "real cost" of alcohol-related problems is of alarming proportions.

The rise in the aggregate social costs has made it evident that there is no clear policy to give direction to individual or all segments of the beverage alcohol system. The reason for this seems to be the lack of a mechanism for the development of a comprehensive policy concerning the beverage alcohol system. The policies currently in effect have been developed almost exclusively in response to a variety of pressures. The complexity of the system and the rapidly escalating social costs dictate the need



for a well co-ordinated and clearly articulated beverage alcohol policy.

RECOMMENDATION 1

THE GOVERNMENT OF ONTARIO SHOULD SELECT AND  
IMPLEMENT ONE OF THE APPROPRIATE ALCOHOL POLICIES  
OUTLINED IN ONTARIO'S BEVERAGE ALCOHOL SYSTEM:  
POLICY AND ORGANIZATIONAL OPTIONS PREPARED BY  
THE MANAGEMENT POLICY DIVISION OF MANAGEMENT BOARD  
IN NOVEMBER OF 1974.



## C. LEGISLATION

### 1) Enforcement

Initially, it would appear, from the public forums, that the people of Ontario are in favour of much firmer enforcement of laws to deal with the problem of alcohol abuse, specifically as they relate to youth. However, when told what penalties already exist for such offences, they express disbelief and immediately ask, "Why are they not enforced?"

As those present at the forums perceive it, the Government and the courts seem to have lost credibility as a result of a failure to enforce the laws as they presently exist.

The concern is not just about drinking-driving offences. It is about all legislation that pertains to alcohol consumption. A stricter enforcement of the various laws and regulations that focus on under-age drinking on licensed premises is, perhaps the first step in checking the abuse of alcohol by Ontario's youth.

This action, together with other aids to further discourage the under-age purchasing of alcohol at retail outlets, would appear to be necessary for curtailing many of the problems now appearing among teenagers.



Clearly, there has been a "spill-over" effect that has made it possible for many mature-looking young people under eighteen years of age to purchase alcohol. Admittedly, much of the under-age consumption does not take place on licensed premises, but rather in other surroundings.

If this alcohol is purchased by those of a legal drinking age for minors, there must be a more intensive attempt to eliminate the practice. First, the penalties provided for supplying alcohol to those under-age should be stringently applied. And second, a substantial minimum penalty must be imposed upon suppliers of liquor to minors and upon under-age drinkers.

#### RECOMMENDATION 2

THE MINISTRIES OF THE ATTORNEY GENERAL, THE SOLICITOR GENERAL, AND CONSUMER AND COMMERCIAL RELATIONS SHOULD MORE STRICTLY ENFORCE THE LAWS AND REGULATIONS THAT PERTAIN TO ALCOHOL-RELATED OFFENCES.

#### RECOMMENDATION 3

THERE SHOULD BE A STRICTER ENFORCEMENT OF THE LAWS THAT PERTAIN TO DRINKING-DRIVING OFFENCES (NOT JUST FOR YOUTH BUT FOR ALL AGE GROUPS).

#### RECOMMENDATION 4

THERE SHOULD BE A SUBSTANTIAL MINIMUM PENALTY FOR UNDER-AGE PURCHASING AND CONSUMPTION OF ALCOHOL.



RECOMMENDATION 5

THERE SHOULD BE SUBSTANTIAL MINIMUM PENALTY FOR  
LEGAL PURCHASE OF ALCOHOL BY AN ADULT FOR A  
MINOR.

RECOMMENDATION 6

THERE SHOULD BE A SUBSTANTIAL MINIMUM PENALTY FOR  
LIQUOR LICENCE HOLDERS WHO SERVE ALCOHOL TO A  
MINOR.

RECOMMENDATION 7

NO FURTHER CHANGES (WHICH MAY BE PERCEIVED AS  
LIBERALIZATION) SHOULD BE MADE TO THE LIQUOR  
CONTROL ACT AND THE LIQUOR LICENCE ACT SPECIFI-  
CALLY AS THEY RELATE TO YOUNG PEOPLE, UNTIL AND  
UNLESS THE CONSEQUENCES OF THESE CHANGES ARE  
KNOWN.



## C. LEGISLATION

### 2) Age

Most of the work relevant to the changes in the drinking age in Ontario has been done by the Addiction Research Foundation. Some work in other jurisdictions has also been completed. The work done by Smart, Schmidt and Fejer of the Addiction Research Foundation in recent years has shown some alarming indications.

There appears to be a greatly increased per capita consumption of alcohol among those in the eighteen to twenty-one age group. In high schools alone, consumption increased 17% between 1970 and 1972 (Smart and Fejer, 1974). Of the students polled in their study, 20.1% acknowledged increased drinking and 9% indicated they began drinking after the law was changed. College students revealed a smaller proportion of increased consumption after 1971.

In addition, a series of surveys conducted by Addiction Research Foundation indicated that alcohol use by Metropolitan Toronto high school students has increased steadily and substantially since 1970.

In 1970, an average of 60.2% of all students surveyed by Smart and Fejer said they had used alcohol at least



once in the past six months, compared to 72.9% reporting use in 1974.

Alcohol consumption is most common in the upper grades; 84.5% of grade eleven students and 92.6% of grade thirteen students reported use in 1974.

The 1974 Toronto high school study also showed that 25% of the students surveyed drink as often as once a week; approximately 8% drink two to five times a week, and 2.4% drink every day. If these figures indicate a trend, the near future could reveal problems of immense proportion regarding alcohol abuse and subsequent treatment requirements.

Because no other jurisdiction has yet raised the drinking age, it is difficult to predict what the effects would be. This report suggests that the legal drinking age be raised to nineteen years. Since 97% of the high school student population is eighteen years of age or younger and since the act of drinking among young people is predominantly a group activity, raising the age to nineteen would virtually remove legal drinking from the high schools. There is little evidence to suggest that this step would encourage underage persons to use other drugs. The smaller the increment in the drinking age, the more unlikely is this outcome.



RECOMMENDATION 8

THE MINISTRY OF CONSUMER AND COMMERCIAL RELATIONS  
SHOULD SEPARATE THE LEGAL DRINKING AGE FROM THE  
1971 AGE OF MAJORITY PACKAGE AND RAISE IT TO  
NINETEEN YEARS FOR A SIGNIFICANT LENGTH OF TIME  
TO DETERMINE THE EFFECTS WITH A VIEW TO FUTURE  
CHANGES AFTER THE EFFECT HAS BEEN STUDIED.



#### D. REGULATION

##### 1) Price

Of all liquor policy elements, price is the most controversial. The controversy does not arise from the contradictory nature of the research data and expert opinion, but from public opinion and acceptability. Supporting research data comes from a wide variety of international expert sources including the World Health Organization. Without even mentioning the delicate topic of price level (i.e., high or low), there is little consistency in the pricing of different varieties of alcoholic beverages. The price of pure alcohol in beer and wine is often nearly half that in liquor. Undoubtedly, there is purpose in such a policy, but many regard it as an inconsistency in approach and support a uniform pricing policy based on the content of pure alcohol. We can understand the argument offered by some that certain products produced in Ontario and Canada as a whole must be given a competitive edge, but within an intelligent over-all pricing policy.

This, however, is peripheral to the problem of price levels relative to the average disposable income of Ontario's residents. Work done by the Addiction Research Foundation has shown that between 1949 and 1969 the cost of beer relative to disposable income declined by one-half. Admittedly, the decline in real price was not as



great for liquor and wine beverages. Clearly, this is not to suggest that the price of alcoholic beverages should immediately be increased by a factor of 2 or more. A phased implementation of successive increments could be planned for the near future before the gap between real price and the real cost of alcohol becomes too great.

This consideration of the real cost of alcohol is the last main point to be made regarding price. It is virtually impossible to calculate the total cost of treatment facilities. These would include the following:

- 10% of general hospital expenditures
- 15% of mental hospital expenditures
- 20% of family benefits expenditures
- 30% of children's aid expenditures
- direct health costs
- police action
- court costs and settlements
- lawyers' fees
- insurance costs
- losses to industrial productivity due to poor workmanship and absenteeism.

This amounts to what may be considered the prohibitive cost of alcohol consumption. These are the costs that the price must realistically cover, especially in the context of the monopoly system as practiced in Ontario.

A common argument against increasing the price is that as the price goes up, consumers reduce their alcohol



consumption by only a small degree. But existing research indicates that price is still the most significant factor in the average purchasing decision regarding alcohol. There is not a single jurisdiction in the world with high alcohol prices and high social costs attributable to alcohol consumption.

Another concern expressed by people at the public forums is the high cost of non-alcoholic beverages in licenced establishments. The setting of a maximum price, based on the price of the average mixed drink, would make non-alcoholic beverages economical alternatives to liquor. There is also the question of possible profiteering by drinking establishments. Many of them provide youth-orienting entertainment and in this way they vitually solicit young customers, some of which are under-age.

#### RECOMMENDATION 9

THE PRICE OF ALCOHOLIC BEVERAGES SHOULD BE  
BASED ON THE CONCENTRATION OF ALCOHOL PRESENT  
IN THOSE BEVERAGES TO ACHIEVE A CONSISTENT  
ALCOHOL PRICING POLICY.

#### RECOMMENDATION 10

THE PRICE OF ALCOHOLIC BEVERAGES SHOULD BE PEGGED  
TO THE AVERAGE DISPOSABLE INCOME.



RECOMMENDATION 11

THE PROVINCIAL GOVERNMENT SHOULD SERIOUSLY CONSIDER INCREASING THE PRICE OF ALCOHOL TO A LEVEL THAT WOULD SIGNIFICANTLY REDUCE ALCOHOL ABUSE AND ALSO PROVIDE ADEQUATE REVENUE TO COPE WITH THE "ENTIRE" COST INCURRED BY SOCIETY FOR THE PRIVILEGE OF HAVING READILY AVAILABLE ALCOHOL.

RECOMMENDATION 12

THE PRICE OF NON-ALCOHOLIC BEVERAGES IN LICENSED PREMISES SHOULD BE NO GREATER THAN 1/3 OF THE AVERAGE PRICE OF A MIXED DRINK. IN, ADDITION, NON-ALCOHOLIC BEVERAGES SHOULD BE MANDATORY AND THEIR AVAILABILITY SHOULD BE PROMOTED.



#### D. REGULATION

##### 2) Advertising

In 1974, the Committee Investigating Ways and Means of Checking the Abuse of Alcohol stated in its report that alcohol advertising and beer advertising on television, in particular, "portrays alcohol use as a natural and desirable part of everyday life, particularly for young people". In addition, the Committee felt that "this advertising is not brand preference but rather it is 'hard-sell' designed to induce young people to drink". There is little scientific research to corroborate or refute their feelings.

In Considerations Regarding Alcohol Consumption, in Ontario, and the Advertising of Alcoholic Beverages, Henry R. Ross, Senior Vice-President of F. H. Hayhurst Co. Limited, concluded: "There appears to be no substantive evidence to establish a relationship between alcoholic beverage advertising and the consumption and mis-use of alcohol". He also points out that a ban on alcoholic advertising would cause massive disequilibrium in the market place and possibly eliminate the jobs and incomes of 100,000 people in Ontario. And so the arguments over the advertising of alcoholic beverages continue.



Two things have become evident from the result of our investigations. First, recent advertisements by the Ministry of Health and other government bodies have received favourable comment. The continuation and expansion of such advertising programs would probably have a constructive effect in moderating social attitudes towards alcohol consumption. Second, alcohol advertising may not sell alcohol as much as it sells attitudes towards it and lifestyle around it. The suggestions as to its necessity combined with perceived social acceptability contribute to form a dangerous situation. If something is not done to moderate social perceptions of alcohol consumption as a necessity for success or popularity, disastrous consequences may develop in the very near future.

One small, but positive, action would be to declare the potential hazards of alcohol consumption on the label of each bottle of beverage alcohol.

#### RECOMMENDATION 13

THE GOVERNMENT OF ONTARIO, THROUGH ITS APPROPRIATE MINISTRIES AND AGENCIES, SHOULD EVALUATE THE IMPACT OF PRESENT PROGRAMS WITH A VIEW TO FURTHER DEVELOPMENTS OF ALCOHOL EDUCATION PROGRAMS REGARDING ALCOHOL USE.

#### RECOMMENDATION 14

THE GOVERNMENT OF ONTARIO, THROUGH THE MINISTRY OF CONSUMER COMMERCIAL RELATIONS, SHOULD STRONGLY ENCOURAGE



PRODUCERS OF ALCOHOLIC BEVERAGES TO ALLOCATE SIZEABLE PORTIONS, PERHAPS 20%, OF THEIR ADVERTISING EXPENDITURES TO THE PORTRAYAL OF THE PERSONALLY AND SOCIALLY HARMFUL, COSTLY AND UNDESIRABLE ASPECTS OF ALCOHOL CONSUMPTION INCLUDING THE INDIVIDUAL'S RESPONSIBILITY IN THIS REGARD AND THE POSITIVE ALTERNATIVES TO ALCOHOL CONSUMPTION AND ABUSE.

RECOMMENDATION 15

EACH PACKAGE AND INDIVIDUAL CONTAINER OF ALCOHOLIC BEVERAGES SHOULD CONTAIN A WARNING AS TO THE POSSIBLY HARMFUL EFFECTS OF ALCOHOL CONSUMPTION AND THE PROBLEMATIC EFFECTS OF ALCOHOL ABUSE.

RECOMMENDATION 16

THE GOVERNMENT OF ONTARIO SHOULD DIRECT OR COMMISSION EXTENSIVE RESEARCH INTO THE EFFECT OF ALCOHOL ADVERTISING ON THE POPULATION, IN GENERAL, AND ON YOUTH, IN PARTICULAR.



D. REGULATION

3) Identification

There is a distinct change of orientation from the family unit to the peer group exhibited by most teenagers in their adolescent years. One of the most frequent group activities is social interaction which, since the change in the legal drinking age to 18 years in 1971, includes the drinking of alcoholic beverages. It seems logical to assume that the prime criterion for group accessibility and acceptance is one's educational level. Consequently, we are faced with the situation where those not of legal drinking age are within the peer group of persons who are. Fortunately, a major dividing point between people in their middle and late teens is the departure from high school and the entrance into post-secondary institutions. By raising the legal drinking age to nineteen, there is a clear distinction between most of those enrolled in high school and those in attendance at post-secondary institutions. However, there will still be some in high school who can legally consume alcohol and there will still be some peer group association between those at the secondary and post-secondary levels.



Given that stricter enforcement of existing laws coupled with substantial minimum penalties form a fundamental recommendation of this report, some basic assistance must be provided to those who enforce the laws.

In order to curtail under-age purchasing and/or consumption of alcohol there should be a better method of identifying those who are under-age. Sellers of alcohol are too willing to accept identification other than the recent Age of Majority cards. This reveals the necessity of making identification that displays a picture of the individual mandatory. The Ministry of Transportation and Communications has been exploring the possibility of providing space for pictures on driving licenses. If this was mandatory, a driving license would be one way of selectively preventing those who drive but are not of the legal drinking age from acquiring alcohol themselves.

Age of Majority cards could be re-named Age Cards and made more easily available to allow those who do not drive but are legal age to secure alcohol. If pictures are not to be required on driving licenses in the near future, the Age Cards might be made mandatory for those wishing to purchase or consume alcohol up to the age of 25. In this way, it would be difficult for those under-age to pass for 26 years using borrowed, stolen or falsified identification.



We believe that the Government, and not any private organization, should provide these cards.

RECOMMENDATION 17

THE MINISTRY OF CONSUMER AND COMMERCIAL RELATIONS  
PROVIDE MANDATORY CARDS DISPLAYING THE INDIVIDUAL'S  
PICTURE FOR THE PURPOSE OF ACCURATELY IDENTIFYING THOSE  
OVER THE AGE OF NINETEEN WISHING TO PURCHASE OR CONSUME  
ALCOHOLIC BEVERAGES. A PERIOD OF SIXTY DAYS SHOULD BE  
GIVEN TO PROCURE AN AGE CARD DURING WHICH TIME THE  
CARDS SHOULD BE FREE.



## D. REGULATION

### 4) Driving License

Perhaps the most distressing result attributed to the change in the legal drinking age is the phenomenal increase in the percentage of those between 16 and 19 years of age involved in traffic collisions who were involved as drinking drivers. The percentage rose from 6.9% in 1970 to 15.4% in 1973. If this indicates a trend, the figures for the future will display a proportionately high number of fatalities. This increase between 1970 and 1973 was greater than that of any other age segment.

As the consumption of alcohol has increased so has the abuse and certainly the anguish of those personally affected. It is for these reasons that a major change of thinking is required by all concerning the right of an individual to drive. To think that any other considerations or options hold the answer to this problem of youthful driving and drinking would be unrealistic. Research and subsequent data shows both driving and drinking to be learned and acquired skills. After considering the available data and soliciting the best available experts, it seems only logical to introduce probationary rather than full licenses to those between the legal drinking and driving ages (16-18 years inclusive). Any offense committed against the drinking-driving laws should mean the immediate loss of driving privileges in addition to the sentences prescribed by the court.



RECOMMENDATION 18

THE MINISTRY OF TRANSPORTATION AND COMMUNICATIONS SHOULD PROVIDE PROBATIONARY RATHER THAN FULL LICENSES TO THOSE BETWEEN THE AGES OF SIXTEEN AND EIGHTEEN YEARS INCLUSIVE. ANY DRINKING-DRIVING OFFENCE COMMITTED ON THIS PROBATIONARY STATUS WOULD MEAN THE IMMEDIATE LOSS OF DRIVING PRIVILEGES FOR ONE YEAR UPON A FIRST OFFENSE AND TWO YEARS UPON A SECOND OFFENCE.



D. REGULATION

5) Proximity to Youth

As this study was being undertaken, the relationship between the distribution and operating practices of licensed premises and retail outlets, and their proximity to youth congregating places kept appearing to be of significance. However, no research could be found that dealt with the topic to any great extent. Given the time constraints under which this study had to be completed, there was little opportunity to give this matter the attention it warranted. Because the location of outlets and licensed premises was generally decided at a time when the legal age was still 21 years, there was probably little regard for their proximity to high schools, etc. The fact that in 1971 the drinking population was increased 8.1% to include youth demands that this matter be investigated.

RECOMMENDATION 19

THE GOVERNMENT OF ONTARIO SHOULD DIRECT OR COMMISSION INTENSIVE RESEARCH TO DETERMINE THE SIGNIFICANCE OF THE OPERATING PRACTICES AND THE PROXIMITY OF THOSE LICENSED PREMISES AND RETAIL ALCOHOL OUTLETS CLOSE TO HIGH SCHOOLS AND OTHER CONGREGATING PLACES FOR YOUNG PEOPLE.



## E. EDUCATION

Of all areas that could be investigated and about which recommendations could be made, education may be the most complex. It is in this area that the Addiction Research Foundation and Dr. Michael S. Goodstadt, in particular, have been most helpful and cooperative.

### 1) Public Education

A low priority assigned to health education in our school system seems indicative of the social indifference to health problems, in general, and alcohol abuse, in particular, in spite of the immense cost incurred by the province each year as a result of such apathy. The subject of health does not even form part of the core program and when it is taught, there are rarely more than five lessons a year devoted to alcohol-related subjects. Contributing to this predicament is the fact that teachers of health receive little education about alcohol.

The system of education in Ontario, in which the Ministry of Education merely gives curriculum guidelines with respect to both content and processes of alcohol education, is detrimental to the students within the system. This is especially true in the absence of adequate prior teacher-training. The local autonomy of the numerous Boards of Education inhibits mutual collaboration and



the constructive development of a comprehensive program of alcohol-related topics.

At present, the Ministry of Education recommends concentration on alcohol education in grades 7-8 and 9-10. Grade 7 seems too late for such education when the majority of these students have already been exposed to alcohol. Because little research and even less evaluation of existing programs is being done, it appears there is a substantial need for a change of policy in this area. Also, it appears that mere informative alcohol education is misleading and may have a value comparable to no education at all. Alcohol programs should stress that decisions about alcohol are similar to, and have an influence upon other decisions that relate to personal satisfaction, self-realization, and other complex behavioural matters.

#### RECOMMENDATION 20

THE MINISTRY OF EDUCATION SHOULD PLACE GREATER STRESS ON HEALTH EDUCATION, IN GENERAL, AND ALCOHOL EDUCATION, IN PARTICULAR.

#### RECOMMENDATION 21

THE MINISTRY OF EDUCATION SHOULD PROVIDE MORE EXTENSIVE AND ADEQUATE TEACHER TRAINING REGARDING BOTH THE CONTENT AND PROCESSES OF ALCOHOL EDUCATION.



RECOMMENDATION 22

THERE SHOULD BE A BETTER DEVELOPED AND TESTED SERIES OF ALCOHOL CURRICULUM GUIDELINES.

RECOMMENDATION 23

THE MINISTRY OF EDUCATION SHOULD ENCOURAGE EXPLICIT CONSIDERATION OF ALCOHOL WITHIN EDUCATION BEFORE GRADE 7 (E.G., GRADES 5 AND 6).

RECOMMENDATION 24

A GREATER EMPHASIS SHOULD BE PLACED ON RESEARCH AND EVALUATION CONCERNING:

- (i) HOW PRESENT CURRICULA ARE BEING USED;
- (ii) THE PROBLEMS AND SUCCESSES OF PRESENT PROGRAMS;
- (iii) STUDENT AND TEACHER NEEDS;
- (iv) OPTIMAL WAYS OF DEVELOPING AND IMPLEMENTING NEW PROGRAMS; AND
- (v) THE IMPACT OF NEW PROGRAMS.

RECOMMENDATION 25

GREATER EFFORTS SHOULD BE MADE TO EDUCATE "SOCIETY" REGARDING ALCOHOL, ITS USES AND ITS EFFECTS.



## E. EDUCATION

### 2) Driver Education

Currently, the responsibility for driver education is divided among the Ministry of Transportation and Communications, the Ministry of Education, and the municipalities. The Ministry of Education appears to have most of that responsibility. Many are of the belief that some improvements could be made concerning alcohol-related content. In addition, there is a consensus that the priority of driver education be elevated in our school system. As in so many other subjects, the final decisions rest with the individual Boards of Education. If driver instruction were raised to the level of a credit subject, the high school could be made a vehicle for comprehensive driver education directed at improving the training of perspective drivers. If this were to occur, teachers participating in the program would have to be given adequate compensation.

The Ministry of Transportation and Communications could be made responsible for providing similar driver education courses for those people not in the public school system. Sources agree that there should be adequate content on alcohol in all driver education programs. They also feel that there should be more detailed questions on alcohol and drug offences included in the qualifying exam for the beginner's driving permit.



RECOMMENDATION 26

DRIVER EDUCATION COURSES APPROVED BY THE GOVERNMENT SHOULD HAVE AN ADEQUATE AMOUNT OF ALCOHOL-RELATED CONTENT.

RECOMMENDATION 27

THE PRIORITY OF DRIVER EDUCATION IN HIGH SCHOOLS SHOULD BE ELEVATED TO THE LEVEL OF A CREDIT COURSE.

RECOMMENDATION 28

THE MINISTRY OF TRANSPORTATION AND COMMUNICATIONS SHOULD MAKE PROVISIONS FOR THOSE UNABLE TO BENEFIT FROM DRIVER EDUCATION GIVEN IN THE PUBLIC SCHOOL SYSTEM.

RECOMMENDATION 29

TESTS THAT QUALIFY APPLICANTS FOR A BEGINNER'S DRIVING PERMIT SHOULD CONTAIN SIGNIFICANT QUESTIONS CONCERNING ALCOHOL.

RECOMMENDATION 30

THE MINISTRY OF TRANSPORTATION AND COMMUNICATIONS AND THE MINISTRY OF EDUCATION SHOULD COOPERATE IN THE DEVELOPMENT OF A COMPREHENSIVE DRIVER EDUCATION PROGRAM.



## F. COUNSELLING

### 1) Youth Treatment Centres

The provincial network of treatment centres for those with alcohol-related problems caters primarily to adults. This is to be expected when only recently eighteen year olds have been allowed to drink. Under these conditions, youthful abusers of alcohol are forced to attempt rehabilitation among chronic, adult alcoholics. This is perhaps not the best environment for young people to gain a positive perspective or to form hopeful initiatives for the future. It is with these facts in mind that this recommendation is made.

### RECOMMENDATION 31

THE GOVERNMENT OF ONTARIO, THROUGH THE MINISTRY OF HEALTH, SHOULD ENCOURAGE THE DEVELOPMENT OF A FEW EXPERIMENTAL TREATMENT FACILITIES OR PROGRAMS EXPLICITLY FOR YOUTH AND SHOULD MONITOR THEIR EFFECTIVENESS.



G. RESEARCH

RECOMMENDATION 32

THE ADDICTION RESEARCH FOUNDATION OF ONTARIO SHOULD  
BE GIVEN THE MANDATE TO CONDUCT ALL RESEARCH IN THE  
FOLLOWING RECOMMENDATIONS MADE PREVIOUSLY IN THIS  
REPORT.

RECOMMENDATION 8	(AGE)
RECOMMENDATION 16	(ADVERTISING)
RECOMMENDATION 19	(PROXIMITY TO YOUTH)
RECOMMENDATIONS 22, 24	(EDUCATION)
RECOMMENDATION 31	(COUNSELLING)



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APPENDIX A

Public Forums held by the  
Ontario Youth Secretariat

Niagara Falls, Ontario  
February 18th, 1976

Kitchener-Waterloo, Ontario  
March 11th, 1976

Kitchener-Waterloo, Ontario  
February 19th, 1976

Manitouwadge, Ontario  
March 15th, 1976

Peterborough, Ontario  
February 20th, 1976

Nipigon, Ontario  
March 16th, 1976

Cobourg, Ontario  
February 24th, 1976

Mississauga, Ontario  
March 16th, 1976

Kenora, Ontario  
February 25th, 1976

Geraldton, Ontario  
March 17th, 1976

Sioux Lookout, Ontario  
February 25th, 1976

Sault Ste. Marie, Ontario  
March 17th, 1976

Ottawa, Ontario  
February 27th, 1976

Wawa, Ontario  
March 18th, 1976

London, Ontario  
March 2nd, 1976

Stouffville, Ontario  
March 19th, 1976

Chatham, Ontario  
March 3rd, 1976

North York (Toronto), Ontario  
March 23th, 1976

Oakville, Ontario  
March 4th, 1976

Thunder Bay, Ontario  
March 24th, 1976

Pembroke, Ontario  
March 5th, 1976

East York (Toronto), Ontario  
March 29th, 1976

Owen Sound, Ontario  
March 10th, 1976



## APPENDIX B

### SUBMISSIONS PRESENTED TO THE ONTARIO YOUTH SECRETARIAT

1. St. Andrews United Church,  
Social Action Committee,  
Niagara Falls, Ontario.
2. The John Howard Society,  
Niagara Falls, Ontario
3. Grace United Church,  
Nipigon, Ontario.\*
4. Anonymous,  
Nipigon, Ontario.
5. Charles Siljander,  
Outreach Counsellor,  
Nipigon, Ontario.
6. Calvary Baptist Church,  
Cobourg, Ontario.
7. Cobourg Youth and Alcohol Committee  
Cobourg, Ontario.
8. Karen Mantle, Melodie Pilkington,  
Malton, Ontario
9. Belle Stephenson, M.D.,  
Minister of Labour,  
North York, Toronto, Ontario.\*
10. Ministry of Health,  
Psychiatric Hospitals Branch,  
Toronto, Ontario.\*
11. George Takach,  
Toronto, Ontario.
12. John Tory, Ontario Progressive  
Conservative Youth Association,  
Toronto, Ontario.
13. Young Drivers of Canada,  
Toronto, Ontario
14. Malcolm Shookner,  
Youth Services Network,  
Toronto, Ontario.\*
15. Peterborough County Board of  
Education,  
Peterborough, Ontario.
16. United Citizens Organization of  
Peterborough and District,  
Peterborough, Ontario.
17. Lorne Park Secondary School Parents  
Mississauga, Ontario.
18. Tillsonburg Toc Alpha Group,  
Tillsonburg, Ontario.\*
19. Ms. Sybil Gordon, Addiction Service  
Wellington-Dufferin Health Unit,  
Guelph, Ontario.\*
20. The Inter-Faith Liquor Legislation  
Committee,  
Toronto, Ontario.
21. John Simons,  
Geraldton, Ontario.
22. Geraldton Composite High School,  
Geraldton, Ontario.
23. Thunderbird Friendship Centre,  
Geraldton, Ontario.
24. Ontario Housing Corporation,  
Community Relations Branch,  
Toronto, Ontario.\*
25. Caramat District School,  
Caramat, Ontario.
26. Kashabowie District School Area  
Board,  
Kashabowie, Ontario.
27. Ms. Mary Holbik,  
Kashabowie Women's Community Club,  
Kashabowie, Ontario.
28. Ministry of Health,  
Lakehead Psychiatric Hospital,  
Thunder Bay, Ontario.\*
29. Ms. Mary Golem, Public Health Nurse  
Owen Sound, Ontario.
30. Ms. Margaret Galiller,  
Owen Sound, Ontario.
31. Mr. J. E. Robertson,  
Sauble Beach, Ontario.\*
32. Mr. Thomas Kritsch, B.Sc., M.S.W.,  
Ministry of Health,  
Dr. MacKinnon Phillips Hospital,  
Owen Sound, Ontario.\*



33. W. J. Orborne,  
Manitouwadge, Ontario.
34. Ms. Eileen C. Trempe and Students,  
Manitouwadge, Ontario.
35. Mr. John de Bakker,  
Manitouwadge, Ontario.
36. S. W. Harps,  
Manitouwadge, Ontario.
37. Ms. Mary Nakani,  
Manitouwadge, Ontario.
38. Mr. W. G. Pringle,  
Manitouwadge, Ontario.
39. R. W. Ward,  
Manitouwadge, Ontario.
40. Bridlewood Community Group,  
Scarborough, Ontario.\*
41. Lambton County Board of Education,  
Sarnia, Ontario.\*
42. Ontario Secondary School Teachers'  
Federation,  
Toronto, Ontario.\*
43. Ottawa Tech. High School,  
Ottawa, Ontario.
44. Hillcrest High School,  
Ottawa, Ontario.
45. Ms. D. S. Starr,  
Ottawa Distress Centre,  
Ottawa, Ontario.
46. Mr. W. G. Scott,  
Ottawa, Ontario.
47. Carleton University,  
Ottawa, Ontario.
48. Ottawa-Carleton Programs,  
Ottawa, Ontario.
49. Ministry of Health,  
Psychiatric Hospitals Branch,  
Penetanguishene, Ontario.\*
50. Ministry of Health,  
Psychiatric Hospitals Branch,  
Kingston, Ontario.\*
51. Anonymous,  
Thunder Bay, Ontario.
52. Thunder Bay Medical Centre,  
Dr. Palframan,  
Thunder Bay, Ontario.
53. Dr. J. Pickersgill,  
Medical Officer of Health,  
Thunder Bay, Ontario.
54. D. C. Kimball,  
Vocational Rehabilitation Services,  
Thunder Bay, Ontario.
55. Cambrian Presbytery,  
United Church  
Northwestern Ontario,  
Thunder Bay, Ontario.
56. Mrs. Jerry Cooper,  
Vocational Rehabilitation Services,  
Thunder Bay, Ontario.
57. C. F. Wilkie,  
Vocational Rehabilitation Services,  
Thunder Bay, Ontario.
58. Dr. Ruth E. Kajander,  
Thunder Bay Medical Association,  
Thunder Bay, Ontario.
59. Lakeview High School,  
Students' Administrative Council,  
Thunder Bay, Ontario.
60. Smith Alcohol and Drug Dependency  
Clinic,  
St. Joseph's General Hospital,  
Thunder Bay, Ontario.
61. Mr. Ron Douglas,  
Addiction Research Foundation,  
Thunder Bay, Ontario.
62. Concerned Citizens,  
Thunder Bay, Ontario.
63. High School Students,  
Manitouwadge, Ontario.
64. Mr. J. Brown,  
Addiction Research Foundation,  
Kenora, Ontario..

NOTE: This list does not include the hundreds of letters received by Mr. Terry Jones, Parliamentary Assistant to the Honourable Margaret Birch and the Ontario Youth Secretariat.

\* Denotes submissions not presented at hearings.



APPENDIX C

Acknowledgements

- (1) The Ontario Youth Secretariat wishes to acknowledge the help and co-operation of the Addiction Research Foundation of Ontario, in general, and of Michael S. Goodstadt, PH.D., in particular, in the preparation of this study.
  
- (2) In addition, we wish to thank those individuals representing their Ministries on the Inter-ministerial Committee on Youth who, through their concern and diligence, provided valuable insight into the difficulties experienced by youth resulting from alcohol use.







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